

Message Text

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ORIGIN ARA-17

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C O N F I D E N T I A L STATE 044820

E. O. 11652: GDS

TAGS: PFOR PN UNSC

SUBJECT: UNSC MEETING IN PANAMA: CONCERN OVER EXTRA-
CONTINENTAL INTRUSION IN HEMISPHERIC QUESTIONS

1. IN CASES WHERE LA FOREIGN MINISTERS HAVE DEFINITELY
DECIDED TO ATTEND UNSC MEETING IN PANAMA, REQUEST YOU
SHARE WITH FON MINS OUR CONCERN THAT SECURITY COUNCIL
DISCUSSION AND ACTIONS SHOULD NOT BECOME VEHICLE FOR
INJECTING EXTRA- CONTINENTAL COUNTRIES INTO PURELY (OR
PRINCIPALLY) HEMISPHERIC QUESTIONS. FOR EXAMPLE, WE WOULD
NOT WISH TO SEE UNSC PRE- EMPT MATTERS PROPERLY BELONGING
IN THE OAS. NOR WOULD WE WISH TO SEE UNWARRANTED INVOLVE-
MENT IN MATTERS WHICH SHOULD MORE APPROPRIATELY BE DEALT
WITH THROUGH NEGOTIATION OR OTHER PROCESS OF PEACEFUL
SETTLEMENT.

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2. ON GENERAL POLITICAL CONSIDERATIONS-- WHETHER IT IS QUESTION PROPERLY BELONGING TO OAS OR ONE MORE APPROPRIATE TO NEGOTIATION OR OTHER PEACEFUL PROCESS-- INTRUSION OF SUCH EXTRA- CONTINENTAL COUNTRIES AS SOVIETS, CHINESE, EASTERN EUROPEANS AND AFRO- ARIANS INTO PURELY HEMISPHERIC MATTERS HAS OBVIOUS DISADVANTAGES FOR COUNTRIES OF HEMISPHERE.

3. ON QUESTION OF PRIMACY BETWEEN UN AND OAS ON PEACE AND SECURITY MATTERS AND DISPUTES IN THIS HEMISPHERE, OUR POSITION IS THAT OAS IS THE BODY BEST CAPABLE OF DETERMINING THE NEED FOR INTERNATIONAL ACTION ON SUCH ISSUES AND OF TAKING SUCH ACTION IF WARRANTED. IN OTHER WORDS, WE SUPPORT THE PRINCIPLE THAT THE OAS IS THE PROPER FORUM FOR COMPOSING DIFFERENCES WITHIN THE REGION WHEN BILATERAL MEANS HAVE BEEN EXHAUSTED. THIS POSITION HAS FIRM JURIDICAL BASE IN UN CHARTER ARTICLES 33 AND 52, OAS CHARTER ARTICLE 23, AND RIO TREATY ARTICLE 2. IN PRACTICAL APPLICATION WHERE BOTH ORGANIZATIONS HAVE BEEN SEIZED WITH A DISPUTE, CASE HISTORIES SHOWS THAT UNSC HAS GENERALLY ASSERTED ITS COMPETENCE, SOMETIMES SYMBOLICALLY, BUT HAS DEFERRED ACTUAL HANDLING OF CASE TO THE OAS. LATIN AMERICANS HAVE GENERALLY SUPPORTED THIS POSITION ON OAS PRIMACY IN ACTUALLY DEALING WITH A DISPUTE.

4. THERE ARE, OF COURSE, ISSUES THAT ARE APPROPRIATE TO NEITHER FORUM BUT RATHER TO BI- LATERAL NEGOTIATIONS (SUCH AS PANAMA CANAL) OR TO OTHER PEACEFUL PROCESS. (WE WISH TO AVOID ANY SUGGESTION THAT THE PANAMA CANAL ISSUE SHOULD BE TRANSFERRED TO THE OAS UNDER PRESENT CIRCUMSTANCES.)

5. NONE OF THIS IS TO SAY THAT WE WILL ATTEMPT TO STIFLE SC DISCUSSION OF HEMISPHERIC PEACE AND SECURITY QUESTIONS THAT MIGHT BE RAISED BEFORE IT. HOWEVER, OUR HOPE IS THAT SUCH DISCUSSION CAN BE AS CONSTRUCTIVE AS POSSIBLE, THAT THE END RESULT WILL BE TO CHANNEL ISSUES TO THE MOST APPROPRIATE AVENUES FOR SOLUTION, AND THAT THERE WILL BE NO ACTIONS THAT WOULD APPEAR TO DIMINISH THE COMPETENCE OF THE OAS TO DEAL WITH PEACE AND SECURITY PROBLEMS AND DISPUTES IN THIS HEMISPHERE.

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6. SEVERAL LATIN AMERICAN FOREIGN MINISTERS, UN PERM REPS

AND OTHERS HAVE VOICED SIMILAR CONCERNS TO US, AND WE
BELIEVE MOST LA' S SHARE OUR VIEWS AS ABOVE.

7. IN YOUR DISCUSSIONS WITH FON MINS WHO PLAN TO ATTEND SC
MEETING, YOU SHOULD IN YOUR DISCRETION SUGGEST UTILITY OF
THEIR VOICING THEIR CONCERNS WITH HIGHEST LEVEL PANAMANIAN
OFFICIALS-- PARTICULARLY SINCE ANY MISGIVINGS EXPRESSED BY
THEIR REPS TO BOYD IN NEW YORK ARE NOT LIKELY TO HAVE
REACHED PANAMA IN FULL. (FOR EMBASSY GEORGETOWN: YOUR
DISCUSSION WITH RAMPHAL WOULD OBVIOUSLY HAVE TO BE
TAILORED WITH RESPECT TO OAS ASPECT.) ROGERS

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